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The Director of Central Intelligence  
Washington, D.C. 20505

National Intelligence Council

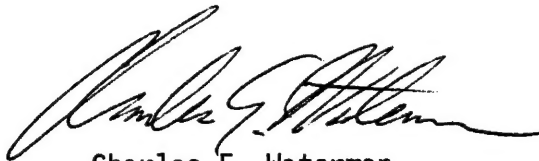
18 November 1983

MEMORANDUM FOR:  Director  
Planning and Policy Staff

SUBJECT : National Security Questions and Related Issues

1. Attached are a few comments by NIOs on the contractor-produced questions. It was circulated to all in the NIC, and only these had comments.

2. It generally tracks with the "View of the Future." Please note Dave Low's comments on the paper starting with "forcing functions."



Charles E. Waterman  
Vice Chairman

Attachments



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*Comments / Notes.*  
*[Signature]*

## FORCING FUNCTIONS

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LONG TERM CONSIDERATIONS

FUTURE SOCIAL PHENOMENA THAT HAVE BASIC  
IMPACT ON WORLD DEVELOPMENTS AND PERTURB  
NORMAL PROJECTION OF IDENTIFIABLE TRENDS

TREND PROJECTIONS

IDENTIFIABLE AREA OR FUNCTIONAL TRENDS THAT  
ARE REASONABLY PREDICTABLE AND PROVIDE THE  
BENCHMARKS FOR SPECIFICATION OF FUTURE  
NATIONAL SECURITY QUESTIONS

## LONG TERM CONSIDERATIONS

1900 PROVIDES CLASSIC EXAMPLE OF BASIC DEVELOPMENTS NULLIFYING MOST LIKELY TREND PROJECTIONS

### THE WORLD IN 1900

ONE WORLD (WESTERN DOMINATED) WITH MANY UNASSIMILATED TRADITIONAL CULTURES

INDUSTRIAL, COLONIAL, OR PROTECTED SOCIETIES

DECLINING UK AND FRANCE--RISING GERMANY US, RUSSIA AND JAPAN

PARLIAMENTARY GOVERNMENT AND CHRISTIANITY

EMOTIONAL CLIMATE OF OPTIMISM, SECURITY, PROGRESS, SUPREMACY OF WESTERN CULTURE, AND BELIEF IN HIGHLY RATIONAL AND MORAL SOCIAL GOVERNMENT POLICIES

DOMINANCE OF THE PHILOSOPHIES OF ADAM SMITH, DARWIN, AND THE ENLIGHTENMENT

### BASIC CHANGES

EMERGENCE OF US AS LEADING WORLD POWER

WORLD WAR I

FIVE MAJOR DYNASTIES DETHRONED

MEXICAN AND CHINESE REVOLUTIONS

LOSS OF EUROPEAN MORALE AND PRESTIGE

RISE OF COMMUNISM AND SOVIET UNION

GREAT DEPRESSION

RISE OF FASCIST IDEOLOGIES AND DICTATORSHIPS

IMPACT OF NEW INTELLECTUAL CONCEPTS (EINSTEIN, FREUD)

LONG TERM CONSIDERATIONS

Low Probability - Hi Impact

[ BASIC CHANGES THAT MAY GENERATE UNEXPECTED FUTURES ]

- EUROPEAN ~~OR GENERAL~~ WAR
- CIVIL STRIFE/~~REVOLUTION~~ IN INDUSTRIALIZED WORLD
- ✓ • RESURGENCE OF COMMUNISM OR FASCISM
- WIDESPREAD FAMINE, PESTILENCE, OR NATURAL DISASTERS
- SEVERE AND INTRACTABLE ECONOMIC CIRCUMSTANCES
- ECONOMICALLY DYNAMIC CHINA ?
- POLITICAL UPHEAVAL IN US, USSR, JAPAN, WEST GERMANY
- DEVELOPMENT OF INEXPENSIVE DOOMSDAY MACHINES OR NUCLEAR "SIX GUN"
- ? • BASIC CHANGES IN INTERNATIONAL INSTITUTIONAL ARRANGEMENTS

IDENTIFIABLE FUTURE TRENDS

II B. UNCONTROLLED POPULATION GROWTH WILL LEAD TO EXTREME POVERTY AND SOCIAL UNREST IN, FOR EXAMPLE, BANGLADESH, PAKISTAN, INDIA, BRAZIL AND MEXICO, NIGERIA AND OTHER COUNTRIES IN CENTRAL AFRICA.

TOO STRONG - ANOTHER LEVEL

II A. GROWTH IN FOOD PRODUCTION WILL BE NEGLIGIBLE OR NEGATIVE IN SOME COUNTRIES IN CENTRAL AFRICA, SOUTH ASIA, AND THE MIDDLE EAST.

II B. OIL PRODUCTION WILL PEAK OUT IN THE 1990s AND COMPETITION FOR IT WILL SET PRICES AT LEVELS LDCs CANNOT MEET.

II B. THE <sup>no</sup> DENIAL OF NUCLEAR POWER OPTIONS WILL INCREASE INCENTIVES FOR THE <sup>yes</sup> DEVELOPMENT OF SYNTHETIC FUELS.

1980's more than 90's

II C. UNEVEN PATTERNS IN ECONOMIC GROWTH WILL WIDEN THE GAP BETWEEN HAVE AND HAVE-NOT NATIONS, MOST NOTABLY IN INDIA, PAKISTAN, AND BANGLADESH.

II C. THE DEVELOPED NATIONS WILL BE COMPELLED TO INCREASE THEIR FOREIGN ASSISTANCE TO THE LDCs, PARTICULARLY THOSE IN AFRICA.

IDENTIFIABLE FUTURE TRENDS (CONTINUED)

- III* B THE EMERGENCE OF NEW NUCLEAR POWERS WILL PLACE HEIGHTENED URGENCY ON THE LIMITATION OF NUCLEAR PROLIFERATION AND ARMS CONTROL AGREEMENTS. (VS SUCCESS)
- II* C THE SPREAD OF INDUSTRIAL TECHNOLOGY WILL LEAD TO SIGNIFICANT SHIFTS IN THE RANKS OF ECONOMIC COMPETITORS.
- III* B SOCIAL AND ECONOMIC CHANGES WILL LEAD TO THE COLLAPSE OF ESTABLISHED REGIMES IN COUNTRIES IMPORTANT TO US INTERESTS SUCH AS SAUDI ARABIA AND THE PHILIPPINES.
- III* B THE GROWTH OF RELIGIOUS FUNDAMENTALISM WILL LEAD TO POLITICAL AND SOCIAL UPHEAVAL IN THE MUSLIM COUNTRIES OF THE MIDDLE EAST AND AFRICA.
- III* B THE ACQUISITION OF NEW TECHNOLOGY WILL LEAD TO SHIFTS IN THE REGIONAL MILITARY BALANCES OR POWER, PARTICULARLY IN THE MIDDLE EAST AND SOUTH ASIA.
- III* A THE MOVEMENT FOR DEVELOPMENT OF NEW AND EXOTIC WEAPONS TECHNOLOGY WILL LEAD TO SIGNIFICANT CHANGES IN MILITARY DOCTRINE. (USSR only)
- III* B THE US AND USSR WILL BECOME INCREASINGLY COMPETITIVE IN THIRD WORLD COUNTRIES.

IDENTIFIABLE FUTURE TRENDS (CONTINUED)

III B THE INABILITY TO SOLVE BASIC SOCIAL AND ECONOMIC PROBLEMS IN DISADVANTAGED COUNTRIES WILL LEAD TO THE EMERGENCE OF NEW REGIMES WITH RADICAL PHILOSOPHIES.

*Alternatively, some will see a failure of*

III A THE CONTINUED POOR ECONOMIC HEALTH OF THE USSR WILL LEAD TO FUNDAMENTAL CHANGES IN PRIORITIES FOR RESOURCE ALLOCATION.

*econom*

III C THE COHESION AND UNITY OF MILITARY ALLIANCES SUCH AS NATO WILL LIKELY DECREASE.

*model in*

III C SOCIAL PROTEST AND POLITICAL ACTIVISM WILL BRING RADICAL CHANGES IN ARMS CONTROL POLICIES. (in NATO)

*USSR and then to the West.*

II C THERE WILL BE INCREASING TENDENCIES IN DEVELOPED COUNTRIES TO USE PROTECTIONISM AND TRADE RESTRICTIONS AS INSTRUMENTS OF ECONOMIC POLICY.

II D THERE WILL BE FUNDAMENTAL ADJUSTMENTS IN INTERNATIONAL FINANCIAL ARRANGEMENTS IN ORDER TO RESOLVE THE "FOREIGN DEBT" PROBLEMS, SUCH AS NATIONALIZING FOREIGN LOANS OR THE CREATION OF DEBTOR CARTELS.

## POLITICAL FORCING FUNCTIONS

- X ~~III C~~ • IN THE ABSENCE OF GENERAL WAR, POLITICAL FOCUS IS ON CONSTRAINT OF NUCLEAR MILITARY CAPABILITIES AND THE CONTROL OF INTERNATIONAL VIOLENCE. (*USSR directed*)
- II A ~~III C~~ • THE THIRD WORLD WILL INCREASINGLY BE THE COMPETITIVE ARENA IN WHICH WORLD POWERS SEEK TO ACHIEVE POLITICAL AND ECONOMIC GOALS.
- II A X • TECHNOLOGY ACQUISITION ALTERS THE STRATEGIC IMPORTANCE OF MANY GEOGRAPHIC AREAS.
- X • INFORMATION TECHNOLOGY WILL CHANGE THE NATURE OF TRADITIONAL POLITICAL INTERACTIONS AND IMPROVE TECHNIQUES FOR CRISIS AVOIDANCE AND CRISIS MANAGEMENT. *Yes, but crises will be more diverse and complex.*
- X • THE DOMINANCE OF NEW INTEREST GROUPS SUCH AS PEACE ACTIVISTS IN THE US OR ECONOMIC TECHNOCRATS IN THE USSR WILL ALTER THE FORMULATION OF NATIONAL GOALS AND THE MEANS OF ACHIEVING THEM. **DOUBTFUL.**
- too primitive-conflictive* X • THE NEED FOR GLOBAL INTERVENTION TO ASSIST SOCIALLY AND ECONOMICALLY DISADVANTAGED NATIONS WILL CREATE POLITICAL PROBLEMS. *WE DID NOT SEE THIS AS HAPPENING*
- II A X • NEW IDEOLOGIES--CONSERVATIVE OR RADICAL--AND THE INTENSIFICATION OF RELIGIOUS FUNDAMENTALISM WILL BE DEVELOPED TO PROMOTE POLITICAL GOALS AND TO AFFECT SOCIAL CHANGE. *Can we keep up?*
- II A • NEW REGIONAL, OR THE BREAKDOWN OF OLD, ASSOCIATIONS BRING CHANGES IN THE POLITICAL BALANCES OF POWER.



POLITICAL FORCING FUNCTIONS (CONTINUED)

- II B • FOOD POPULATION, AND ECONOMIC PRESSURES BRING VIOLENCE TO KEY REGIONAL COUNTRIES SUCH AS BRAZIL, MEXICO, EGYPT, SAUDI ARABIA, INDIA, PAKISTAN, INDONESIA, THAILAND, THE PHILIPPINES, NIGERIA, AND THE TERRITORIES CONTROLLED BY SOUTH AFRICA.
- III B • VIOLENCE MAY RESULT FROM ERROR, MISADVENTURE, IDEOLOGICAL STRIFE, OR MOVEMENTS FOR NATIONAL LIBERATION PARTICULARLY IN THE MIDDLE EAST AND SOUTHERN AFRICA.

*How about East Europe?*

## ECONOMIC FORCING FUNCTIONS

- IIA • A WORLD-WIDE ABSORPTION OF MODERN TECHNOLOGY BRINGS FUNDAMENTAL CHANGES IN NATIONAL CAPABILITIES AND ECONOMIC COMPETITION
- IIA • THE GAP BETWEEN RICH AND POOR NATIONS BECOMES SO WIDESPREAD THAT A GLOBAL CONSORTIUM OF DEVELOPED NATIONS IS REQUIRED TO PROMOTE ECONOMIC DEVELOPMENT IN LDCS.
- IIC • JAPAN AND THE PRC FORM A REGIONAL ECONOMIC ASSOCIATION TO PROTECT AND PROMOTE ASIAN EQUITIES IN INTERNATIONAL MARKETS.
- IIA • ARGENTINA AND BRAZIL SPEARHEAD THE FORMATION OF A LATIN AMERICAN ECONOMIC COMMUNITY CENTERED IN THE SOUTHERN CORE.
- IIA • NEW ECONOMIC POWERS EMERGE SUCH AS BRAZIL, MEXICO, INDONESIA AND EAST GERMANY.
- X • ~~THE~~ <sup>SELECTED</sup> DEVELOPED ECONOMIES BECOME INCREASINGLY SERVICES ORIENTED WITH INCREASED AFFLUENCE AND LEISURE. *Europe will struggle to adjust ↪*
- IIC • CONTINUING ECONOMIC PROBLEMS IN WESTERN EUROPE LEAD TO A BREAKDOWN OF MULTILATERALISM AND INCREASED RESORT TO PROTECTIONISM AND RESTRICTIVE TRADE PRACTICES.
- X • THE ECONOMIC HEALTH OF THE WORLD BECOMES INCREASINGLY MARGINAL AND FRAGILE. QUESTIONABLE
- IIIB • NATURAL RESOURCE SCARCITIES AND DISLOCATIONS LEAD TO A CONCERTED EFFORT TO DEVELOP NEW SOURCES AND TYPES.

ECONOMIC FORCING FUNCTIONS (CONTINUED)

- II C • JAPAN CONTINUES ITS DEVELOPMENT AS THE WORLD'S LEADING ECONOMIC POWER.
- II C • PRIVATE BANKING AND GOVERNMENT INSTITUTIONS ARE UNABLE TO STABILIZE INTERNATIONAL FINANCIAL MARKETS.

*By the 1990's,  
they will have  
found the way.*

*But must put  
more into defense.*

MILITARY FORCING FUNCTIONS

- X • RADICAL CHANGES IN ARMS CONTROL POLICIES AND AGREEMENTS HAVE SIGNIFICANT EFFECTS ON THE STRATEGIC BALANCE. *DISAGREE. ALMOST NO EFFECT.*

*conclusion* THE WEAPONS SYSTEMS DEVELOPED BY ADVANCED STATES ARE INCREASINGLY SOPHISTICATED AND EXPENSIVE SO THAT FEWER SYSTEMS ARE DEVELOPED AT SLOWER RATES; *alter conduct of battle*

- X • PROLIFERATION OF EXTREMELY DESTRUCTIVE WEAPONS SYSTEMS AMONG THIRD WORLD NATIONS (ANTI-SHIP MISSILES, ADVANCED AIR DEFENSE SYSTEMS) *LIMIT* THE OPTIONS FOR TRADITIONAL APPLICATION OF FORCE BY MILITARY POWERS. *Probably the reverse.*

*III A* • "STAR-WARS" DEPLOYMENT AND THE DEVELOPMENT OF NEW WEAPONS CONCEPTS WITH DISRUPTIVE EFFECTS EMERGE BY THE YEAR 2000.

- X • CHANGES IN MILITARY ALLIANCES (NATO, WARSAW PACT, USSR/PRC) HAVE SIGNIFICANT EFFECTS ON THE MILITARY BALANCES OF POWER. *Change likely, but without significant effect on mil. balance of power.*

*III C* • JAPAN EMERGES AS A SIGNIFICANT MILITARY POWER.

*conclusion* • THIRD WORLD REGIONAL ASSOCIATIONS ~~EFFECTIVELY DENY~~ *ATTEMPT TO* THE USE OF THEIR REGIONS FOR US OR SOVIET MILITARY BASES; *encourage regional stability; economic cooperation*

- X • THE USSR DEVELOPS INDIGENOUS SURROGATES IN LATIN AMERICA AND AFRICA.

*IIIA* • SPACE BECOMES AN INCREASINGLY IMPORTANT MILITARY ARENA.

*Depends on  
US response.*

*(Success would  
be limited)  
(re military  
base issue)*

GLOBAL ISSUES--FORCING FUNCTIONS

- conclusion*
- IIIB* • THE EMERGENCE OF NEW NUCLEAR POWERS IN CIRCUMSTANCES NOT AMENABLE TO CONTROL BY THE US OR USSR
  - IIIB* • THE DEVELOPMENT OF SMALL INEXPENSIVE NUCLEAR WEAPONS AND BLACK MARKETS FOR THEM AMONG RADICAL STATES AND TERRORIST GROUPS. *Many components etc, but weapons?*
  - THE PEAKING OUT OF WORLD OIL PRODUCTION AND INCREASING DEMAND IN THE 1990s LEADS TO NEW ENERGY SCARCITIES AND INTENSIVE PRICE INFLATION IMPACTING MOST SEVERELY ON THE LDCs; *war; new energy sources; etc*
  - IIIB* • A CONSORTIUM OF DEVELOPED NATIONS MOUNTS A MAJOR EFFORT TO DEVELOP SYNFUELS. ✓
  - X* • SELECTED COUNTRIES IN LATIN AMERICA, THE MIDDLE EAST AND THE GOLDEN TRIANGLE OFFICIALLY SANCTION THE PRODUCTION AND SALE OF NARCOTICS. *NO.*
  - IIIA* • WIDESPREAD ACQUISITION OF MODERN TECHNOLOGY EFFECTIVELY PRECLUDES THE RESTRICTION OF TECHNOLOGY TRANSFER TO THE USSR. *QUESTION*
  - IIc* • INTERNATIONAL FINANCIAL DISORDERS REQUIRE A FUNDAMENTAL REORDERING OF INTERNATIONAL FINANCIAL INSTITUTIONS AND POLICIES.
  - IIA* • THE DEVELOPMENT OF CARTELS TO CONTROL PRODUCTION OF SELECTED METALS AND MINERALS LEADS TO SCARCITIES AND PRICE INFLATION.
  - IIc* • TECHNOLOGY IS INCREASINGLY REGARDED BY WESTERN NATIONS AS A NATIONAL RESOURCE REQUIRING SPECIAL PROTECTION.

## APPLICATION OF FORCING FUNCTIONS

- SPECIFY BY TYPE (POLITICAL, ECONOMIC, ETC.) AND TIME (1990, 1995, 2000) THE CATEGORIES OF FUNCTIONAL OR AREA TRENDS THAT COULD REQUIRE THE REFORMULATION OF NSQS.
- USE THESE TRENDS AS THE BENCHMARK AGAINST WHICH THE ADEQUACY OF THE 1984 NSQS WOULD BE TESTED:
  - A GIVEN NSQ IS UNAFFECTED AND SURVIVES AS WRITTEN, E.G., #17--SOVIET CAPABILITY FOR STRATEGIC ATTACK
  - AN NSQ IS ELIMINATED, E.G., #6--BECAUSE BY 1990 THE INF SYSTEMS HAVE BEEN DEPLOYED
  - AN NSQ MUST BE MODIFIED, E.G., #13--BECAUSE WESTERN EUROPE HAS MADE ITS ECONOMIC RECOVERY BUT IT IS BASED ON PROTECTIONISM AND RESTRICTIVE TRADE POLICIES
  - A NEW NSQ IS REQUIRED E.G., WIDESPREAD FAMINE IN CENTRAL AFRICA LEADS TO SOCIAL UNREST, VIOLENCE AND UNCONTROLLED MIGRATION
- FOR EACH MODIFIED OR NEW NSQ CHARACTERIZE ITS PARAMETERS AND SPECIFY THE DATE BY WHICH IT WILL BECOME A PROPER SUBJECT FOR NSQ TREATMENT.

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**Candidate National Security Questions  
1990**

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Classified  
Declassify

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